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Making Services Work for People

**A new framework for children and for people
with developmental disabilities**

**Ministry of Community and Social Services
April 1997**

What's in this document

This document sets out directions for reshaping children's services and developmental services: this includes all services and supports funded by the Ministry of Community and Social Services, through agreements with organizations that provide services to individuals and families, or purchase services for them; and services directly operated by the Ministry in these program areas.

Part 1 of this document describes the context that applies to children's services and developmental services, and to other social services funded by the Ministry. The goals described in this part also apply to all social services funded by the Ministry.

Part 2 sets out specific requirements for children's and developmental services.

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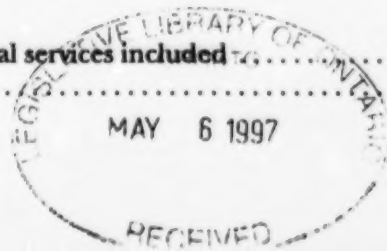
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Foreword

Making Services Work for People outlines specific steps that the Ministry of Community and Social Services is taking to improve services for children and for people with developmental disabilities. This paper deals with one of our most crucial areas of reform, for it is children and those with developmental disabilities who are most vulnerable and least able to express their needs themselves.

Ontario's network of social services must be designed to ensure that help is given to the people who need it the most. A combination of growing social needs and scarce government resources requires innovative solutions.

The Business Plan of the Ministry of Community and Social Services commits the Ministry, over the next two years, to establish a new framework for all the social services that it funds in the province of Ontario. The goal of this initiative is not only to make the system more efficient, but to maintain and improve the quality of services.

Throughout Ontario, the Ministry of Community and Social Services is leading local efforts to reshape services for children and for people with developmental disabilities. Our efforts are aimed at improving our system of delivery and obtaining the maximum benefit for public dollars invested.

To aid in this process, this paper will:

- **Explain how the new framework will work** – in terms of who will be involved and how the new system will be developed, approved and put into effect, especially at the local level.
- **Identify the goals** – so that individuals and families know what changes they can expect, and communities and service providers know what changes are required; and
- **Set out the requirements** – including some specific, practical requirements that services in all communities will be expected to meet.

We hope that this document will be a source of useful information for community and social service providers, those who are leading local initiatives, family members and other concerned citizens.

This document builds on previous Ministry policy papers, such as *Challenges and Opportunities* and the *Children's Services Policy Framework*. Please contact your local office of the Ministry of Community and Social Services if you would like further information on *Making Services Work for People* or any of our other public documents.

Executive summary

The Government of Ontario is committed to reshaping our outdated system of social services to change not only which services are delivered, but how they are delivered as well. As part of this effort, and as part of its Business Plan, the Ministry of Community and Social Services aims to reshape and improve all its funded services within the next two years.

Our current approach for the delivery of social services has remained essentially unchanged for the past twenty-five years. Over this time, dedicated individuals and groups, many of them volunteers, responded to needs as they arose by ensuring that appropriate agencies and institutions were available to provide care. The Ontario government has provided the funding and support for many of these efforts.

Service providers, funders and users agree: it's time to find new methods of delivering services. Fortunately, there is considerable opportunity to improve our services in this process. If we co-ordinate services better, we can make services more efficient, and save money – money that can be put back and "reinvested" in needed services.

Making Services Work for People sets out a new framework for services for children and people with developmental disabilities. The paper identifies specific goals of the Ministry, requirements it will place on local service providers to meet these goals, and plans for how the initiative will be implemented.

The Ministry is promoting such change by encouraging service providers, volunteers, communities and service users to work in partnership to take on more responsibility. By working together, we hope to develop a system that focuses on the needs of individuals and families, responds more quickly, and uses resources more effectively.

There are good reasons for this approach. Today our system of social services is too reliant on government, too focused on later-stage problems, and too hampered by a lack of coordination in its efforts to provide user-based services. The result: people find it difficult to gain access to a comprehensive set of programs, agencies do not communicate with each other, costs are duplicated and needs go unmet.

The Ministry has set nine overarching goals for reshaping social services in Ontario. These are outlined in detail in the paper, and include commitments to ensure that essential supports are maintained, services are more integrated, families and individuals receive better care at an earlier stage and consistent core services are provided across Ontario.

While these goals must be met in order for *Making Services Work for People* to be successful, local communities are being encouraged to adopt a flexible approach to change that meets their own needs. Only a limited number of new practices will actually be required by the Ministry. The Ministry is also emphasizing the need for local service providers to be aware of past commitments and efforts, and to build upon these where possible.

The Ministry has identified a number of changes in the delivery of services for children and for people with developmental disabilities which it would like to see implemented by local communities within two years. These include moving to outcome-based funding, seeking alternative delivery and funding approaches and establishing new practice guidelines. The Ministry itself will readjust its own business practices to support these objectives.

It is important to note that the Ministry is committed to a multi-year process of change. In this regard, *Making Services Work for People* should not be viewed as a complete exercise. As time progresses, the Ministry may set new goals and objectives to build upon results already achieved, especially as new and innovative solutions emerge.

The goal is to improve these services by making the most of the resources which we have available. For that reason, local plans should include strategies to ensure that funding for early prevention and support increases, and administrative costs decrease.

Making Services Work for People is above all a document to help guide the reshaping of services for children and people with developmental disabilities throughout Ontario. It sets out the framework for such change, and answers some questions that service providers, service users and Ministry staff will have as they begin this important work.

Part 1: Context for Change

Why change social services?

Ontario's framework for children's and developmental services reflects steady growth in the sector over the past 25 years. To build and maintain our current level of service, we have relied on the commitment, time and energy of countless individuals, families and service providers. Volunteers have played a strong and increasing role in developing community agencies to provide these vital services.

The Province has much to be proud of in building this social service framework. However, the growth of programs and services in Ontario has not been carefully planned or well managed over the past 25 years. New ways must be found to maintain our services with fewer resources.

There has been no comprehensive vision to guide the growth of social service delivery in the past. Needs and challenges have been addressed individually, often by creating new agencies and new services. There have been few incentives to contain costs and ensure that clients' needs were met as effectively as possible. As a result, many of our services have been provided in isolation from others, do not work together as a whole system, and do not make the most efficient use of public dollars.

The Ministry's vision for social services is articulated in its *Business Plan*:

An affordable and effective services system that supports and invests in families and communities to make them responsible and accountable, in adults to make them as independent as possible. A services system in which children are safe and people most in need receive support.

Children and people with developmental disabilities should receive better access to more flexible and responsive services. They should receive better care, not less of it. And they should have access to service providers that are more accountable to those who use their services.

We believe this can be done. Children's and developmental services must be reshaped so that change does not lead to a decline in standards or performance. Indeed, we believe there is room for improvement.

To promote such change, the Ministry has identified four key shifts in direction. These shifts will set the framework for establishing attainable goals and improving the delivery of our services:

| FROM: | | TO: |
|---|---|---|
| Services that respond only to entrenched problems | ⇒ | Services that anticipate problems, respond earlier and reduce the need for future services |
| Services organized by agency | ⇒ | Services organized to respond to the needs of individuals and families |
| Change through growth in funding | ⇒ | Change through better service delivery for individuals and families within existing resources |
| Government responsibility | ⇒ | Shared responsibility |

The system we have today could not have been built without the tireless and effective efforts of service providers and others in the voluntary sector. Many essential services have been created by dedicated people who have found a way to respond to needs through their selfless and voluntary efforts. These volunteers, whether they now serve as directors of boards of agencies or in other essential service roles, continue to provide many valuable supports to agencies and people in need. Thanks in part to these volunteer efforts, Ontario has developed an extensive array of high-quality social services that compares favourably with those found in other parts of Canada and, indeed, the world.

We call on all our partners to work together, to build on and improve these services so they work better for individuals and families. Volunteers, service providers, the Ministry and those who use services are all essential partners in this effort to reshape our social services to create a sustainable system for the future.

Four shifts in direction

From government responsibility to shared responsibility

Some of the best programs and community supports for children and for people with developmental disabilities have come from individuals – community members who are already making major contributions to providing services through their volunteer efforts. By drawing upon the energy and involvement of such individuals, service providers and government can share the responsibility for improving the provision of services to those in need.

In the future, responsibility for maintaining and enhancing the social and economic well-being of individuals must be shared by all segments of our society.

Together, we can reshape children's and developmental services in order to:

- Promote self-reliance and supplement, rather than displace, traditional supports from families, friends and communities;
- Invest in people to reduce their dependence on social supports and, when possible, eliminate their need for future services; and
- Encourage partnerships among funding sources and voluntary organizations, so that Ministry-funded and other programs can work collaboratively in communities.

From services that respond only to entrenched problems, to services that anticipate, respond earlier and reduce the need for future services

In our current approach to service delivery, many children's and developmental service agencies only provide help to individuals after significant problems have developed. Often, by this time, expensive and lengthy interventions are required.

Many individuals and families would benefit more from effective early supports that build on their strengths, link them to other supports in their communities, and help to prevent or reduce their need for more intrusive services. Research and practical experience have shown that the earlier there is support for an individual or family, the greater the likelihood of their healthy development and independence.

Making Services Work for People must result in earlier and more effective investments in individuals and families, so that:

- The outcomes of services for individuals and families improve.

- Available resources can support services for more individuals and families.

From services organized by agency, to services that respond to individuals and families

In Ontario today, most services are funded but not delivered by the Ministry of Community and Social Services.¹ Services are generally provided by non-governmental organizations – usually non-profit agencies under the direction of volunteer boards of directors or by private-sector agencies. While some of these service delivery organizations are large, well-known and broadly focused, many others are small and narrowly focused on a single problem, initiative or area of support.

Despite the value and good work these various service providers are capable of providing, social services and supports are often too fragmented to work in the best interests of their users. The existence of so many disparate agencies creates difficulty for those seeking as well as delivering children's and developmental services. It also wastes scarce resources.

The current system suffers from a number of problems that can be summarized as follows:

- **The system is complex**, making it difficult for people to find the services they need. They often must negotiate a maze of distinct service providers to obtain the

¹ "Service provider," in this document, means an organization that receives funding from MCSS, directly or indirectly, to provide services. It includes agencies that receive Ministry funding (usually called transfer payments) under an agreement, and other organizations from which the Ministry or agencies purchase services for individuals and families. It also includes those parts of the Ministry that directly operate services for individuals and families.

complete program they require. This maze is confusing and frustrating, and makes it needlessly harder for people to find services.

- **The system is structured by function rather than by need.** Agencies are organized by the services they provide or the client groups they serve, rather than the needs they fulfill. This leaves individuals and families requiring a combination of different services with no clear sense of where to turn.
- **The system lacks coordination.** The current organization of services by different service providers makes it unnecessarily difficult and time-consuming to combine effective supports for families and individuals.
- **There is too much overlap and duplication.** Children and others are often assessed several times in a short period of time by different service providers to determine their needs and eligibility for services.
- **Administrative and infrastructure costs are higher than necessary.** The large number of similar agencies performing similar administrative functions pushes up the costs of service delivery. This leaves fewer resources available for direct services for individuals and families.

These problems with the current system represent only the tip of the iceberg. Inefficiencies in these areas are compounded when people seeking children's and developmental services also require services provided or funded by other ministries, by municipalities, by the federal government and volunteer organizations.

To streamline and integrate the delivery of these services, we need to preserve the strengths of existing services and ensure that the system works better as a whole.

With *Making Services Work for People*, we can work towards creating a system that:

- Makes it easier for individuals and families to get access to services they need.
- Offers flexible and responsive services to meet the specific needs of individuals and families.
- Operates as part of a coherent system that guides people to appropriate services or other supports in a timely way.
- Directs resources to people in need, rather than wasting dollars on unnecessary administration.
- Sets priorities so that essential support goes to those who need it most.
- Helps individuals and families achieve independence by reducing their reliance on government-funded supports in the future.
- Works more effectively with the services of others in the community, including other governments, ministries, municipalities, charitable organizations, religious organizations and business.

To achieve these goals, funders and service providers must integrate the roles and responsibilities of different service providers to meet the needs of individuals and families effectively.

From addressing needs through growth, to doing better within existing resources

Over the past 25 years, Ontario has worked hard to meet society's needs by providing funding for various programs, agencies and service providers. Our prosperity throughout these years created a belief that we could meet every new challenge with a commitment to more funding.

We now find ourselves making a fundamental shift: rather than responding to pressures and problems with additional funding, we are responding by using limited public resources more effectively.

More and better service can be provided with the resources that are available. Calls for change in children's and developmental services are not new. Many reports over the past few years, both within and outside of the Ministry, have recognized the need to improve the social service system to integrate the services more comprehensively, and to respond better to the needs of individuals.

Nine goals of *Making Services Work for People*

The Ministry of Community and Social Services has set nine overarching goals for reshaping social services in Ontario. In each community, initiatives should focus on specific steps to reach these goals. How these initiatives may be developed is addressed in Part 2 of this paper.

- 1. Individuals and families throughout Ontario will have access to a consistent range of core services for children's and developmental services.**

Making Services Work for People will ensure that individuals and families in need have access to a consistent set of Core Functions for children's and developmental services everywhere in the province.²

² Core Functions are set out in Part 2 of this document, on page 13. That section also sets out clear statements of priority for these functions that will guide funding and development of local systems.

The Ministry's policies will continue to accommodate local differences to respond to diverse needs in different communities.

- 2. Those most in need will receive essential supports.**

Local systems of services* must provide mandatory services for children and youth in need of protection and for young offenders. (MCSS is responsible for young offenders services for youth aged 12-15.) Local systems of services must also provide other essential supports to ensure that individuals are safe from harm. These essential supports must be provided to those who need them most.

Where individuals require residential services, these must be in settings in the community, as close as possible to their family home.

*A local system of services, in this document, means the whole of all the services funded by this Ministry within a local area. The Ministry's area office will continue its current system management role.

Local processes will have boundaries, decided by the Ministry's area office at the outset of this initiative. Usually this will be a county, regional municipality or northern district.

- 3. Families and individuals will receive supports earlier.**

Local systems of services must result in earlier supports, so that individuals and families can rely upon their own strengths, receive services before problems worsen, remain intact within the family unit and rely less upon services in the future.

4. **Families and individuals will have easier access to services.**

Making Services Work for People must ensure that families and individuals have access to a *coordinated* set of services that can readily deliver support. It should also result in integrated functions that increase the number of services available and decrease the time required to gain access to them.

5. **Families and individuals will receive services that respond to their needs.**

Ensuring that services are provided that can respond to users' needs means designing programs that are flexible, adaptable to change and able to build upon existing strengths. In many cases, this will permit individuals and families to exercise greater control and direction over the kinds of services they receive.³

6. **Families and individuals will be served by local systems that make the best use of resources.**

Service providers should use resources efficiently, so that more people who can benefit from services are able to receive them. This involves rationalizing how current resources are allocated, planning for future developments and promoting efficient use of all that a local community may have to offer. The Ministry will continue to work with service providers and service users to identify effective practices.

7. **Local systems will have lower administration costs.**

Making Services Work for People should result in lower central administration costs within local systems of services. While service providers must not ignore those administrative functions which ensure high quality and accountability, they should also ensure that administration consumes as little of their resources as possible.

8. **Families and individuals will receive services that lead to less reliance on government-funded services.**

Services funded by the Ministry of Community and Social Services will encourage cooperation with other community supports, such as volunteer organizations, charitable foundations, religious institutions and businesses, as well as informal networks of family and friends.

9. **Families and individuals will receive a coordinated set of services funded by the Ministry of Community and Social Services and other funders when necessary.**

Making Services Work for People will result in local systems of services where individuals and families requiring both MCSS-funded services and services of other funders find it easier to receive a coordinated set of services. Local services systems will involve partnerships with other funders, including health services, school boards, youth justice partners, municipalities, charitable organizations, religious organizations and businesses.

³ In some circumstances, it is not appropriate for individuals and families to have direction and control over services (for example, young offender services or child protection services). In other circumstances, people will require supports and safeguards to take greater control of the services they receive.

Promoting and relying upon local flexibility

Local initiatives will require important changes for both service providers and those who use such services. Even in meeting only the minimum requirements for the framework, agencies and service providers will need to accommodate significant shifts in their resources and functions.

Real progress will mean real changes. Services for some users will change significantly. Funding for some service providers may increase or decrease. Some services will be integrated. In some cases, agencies will amalgamate or will no longer be funded by the Ministry, or will no longer be funded directly.

The Ministry is encouraging communities to adopt a local and flexible approach. For the most part, the Ministry will not be focusing on structure, but on the results – for individuals and families.

Focusing on results means:

- **Continuing to support local solutions that respond to local needs and priorities**, while ensuring consistency across the province in key areas.
- **Promoting local flexibility**, which can result in innovative solutions that can be shared and adapted across the province.
- **Adopting a new approach towards service provider accountability**. The Ministry will rely upon set indicators to measure outcomes and gauge how effectively public resources are being used.

The Ministry acknowledges that, in many communities, even meeting the minimum requirements will be challenging. We encourage service providers and others affected by this framework to focus on the needs of children and people with developmental disabilities and continue to provide them with the highest level of service possible.

Redesigning with continuity

The need for Ontario to redesign the delivery of its social services has been flagged in numerous major reports released over the past decade by governments, service providers and community agencies.

The conclusions of these reports and the solutions they have proposed have not been unanimous. But each of them has contributed substantially to our understanding of how an effective social services system should work.

As more and more change takes place in communities throughout Ontario, it is important that certain long-held goals and objectives of the Ministry are clarified. These goals, which have focused upon the needs of individuals receiving services, should not be abandoned. They represent major building blocks in the strong foundation supporting the needs of children and people with developmental disabilities in this province.

For **children's services**, the Ministry continues to support the principles set out in the *Child and Family Services Act*. The policy directions of this document are consistent with policies developed in the children's services policy framework project.

For developmental services, the Ministry continues to support the principles of:

- integration into communities and participation in mainstream community life;
- interdependence (supports that encourage greater independence, and promote supports of families and friends);
- individualization (supports that meet individual capabilities and enhance choice and self-direction);
- quality of life; and
- appropriate safeguards.

The directions in this document will help our system of developmental services realize these goals.

The Ministry also continues to support services that respond to the needs of French-speaking communities. We also support change to ensure access to services in the French language in designated areas of the province, as described in the *French Language Services Act*.

Finally, the Ministry continues to recognize the unique needs and circumstances of First Nations and Aboriginal communities, and to support the goals and principles set out in the government's Aboriginal Policy Framework.

Future policy directions

The directions and goals set out in this document will act as an important guide to change for the fiscal years 1997-98 and 1998-99. A number of specific requirements set out in this paper for the delivery of services to children and to people with developmental disabilities are to be met by April, 1999.

However, reshaping Ontario's delivery of social services for children and for people with developmental disabilities is a major undertaking requiring a multi-year process of change. Despite the need to set goals for the immediate future (as outlined above), the Ministry's Business Plan commits the Ministry to longer-term change so that service providers and communities can manage change with minimal disruption of services and all stakeholders can learn from experience.

The requirements set out in this paper will not complete the reshaping of children's and developmental services, but will ensure that specific changes occur that lead towards the Ministry's goals. The Ministry will continue to set new directions and new requirements that build on the innovative experiences of service providers across the province over the next two years.

Moving to outcomes-based funding

The Ministry will develop additional outcomes against which services for individuals and families can be measured, and will contract with service providers based on these outcomes. Because this change to outcomes-based accountability is complex, the Ministry will introduce change in increments.

Setting appropriate funding limits for residential services and supports

The Ministry will determine appropriate funding levels for residential services and supports, linked to the levels of need of clients and the kinds of services they receive, and implement funding based on these levels.

Setting effective practice guidelines

The Ministry will identify effective practices for some services and supports and set best practice guidelines to be used in contracting with service providers.

Implementing alternative approaches to funding

The Ministry will determine policies to guide the development of alternative funding models to encourage more flexible and responsive services for individuals and families.

Implementing alternative service delivery

The Ministry will continue to seek alternative ways to deliver services that it now operates directly, so that in the future, the Ministry will only focus on its core businesses.

Adjusting Ministry business practices

The new requirements and policy directions set out in this paper will ultimately change the very nature of the Ministry's business. We will adjust our business practices to support the goals of

Making Services Work for People by improving practices, such as contracting, financial reporting, information requirements and accountability. In changing our business practices, we will balance the goals of improved accountability and reduced demands on agencies to help contain administration costs.

The Ministry's policy directions encourage local initiatives to consider innovative approaches to funding. More specific direction is provided throughout Part 2 of this document.

The Ministry invites communities and service providers to identify current policies or business practices of the Ministry that can be barriers to better services for individuals or families. The Ministry will consider changes proposed by local initiatives that hold promise for making services more effective or efficient.

Over the next two years, the Ministry will also continue to move people with developmental disabilities from facilities directly operated by the Ministry to community living. As this proceeds:

- Ministry resources will be transferred to services and supports in communities, to support those people moving to community living. These individuals will receive the required supports to live and participate in the community.
- The development of community supports for these individuals and local restructuring initiatives will be coordinated.

- The movement of individuals into the community will complement local initiatives, through, for example, new methods of providing services and supports and greater individualized funding.

Ultimately, the services funded by this Ministry form only part of the government-funded services and supports required by individuals and families. As noted above, an effective response to the needs of individuals and families often requires services funded by different ministries and the community to work together. Together with other ministries, we will be developing policies to implement a long term agenda that will lead to greater integration of human services, with an emphasis on greater integration of health and social services.

As an early priority, the Ministry of Community and Social Services, the Ministry of Health and the Ministry of Education and Training are working together to develop the strategy announced in the Ontario Budget of May 1996 to ensure that each community has an integrated system of services and supports to give children at risk a better start in life. This strategy includes integrated and improved speech and language services for pre-school children.

The dollars and cents of this framework

The primary goal of *Making Services Work for People* is to improve children's services and developmental services in Ontario. Achieving this goal depends upon how well we make use of all the resources available. Setting appropriate priorities, ensuring the most efficient use of resources, and integrating services all play a part in finding better ways to use existing funding.

The Ministry will make continuing efforts, in future years, to manage change in the system of children's and developmental services to lead to the most effective and efficient use of public resources. Local plans must consider what options communities will have to assess priorities within future fiscal scenarios.

The Ministry's new framework will propose reinvestment strategies that will increase the level of funding for prevention, early intervention and developmental supports, reduce central administration costs wherever possible, and devote resources to direct services for families and individuals. Local plans should identify local priorities, based on the Ministry's policy directions, so that these reinvestment strategies can be implemented as soon as possible.

The Ministry is committed to pursuing the objective of greater equity in all its funding. In 1997-98 and in future years, whenever there is a significant shift of resources in the funding envelope (for example, changes in the government's level of funding for transfer-payment services, dollars transferred from directly operated to transfer payment services, or dollars made available from lower priorities), we will ensure that redirected funds are allocated fairly.

Part 2: Directions for change

Introduction

The directions* set out in this part apply to children's services and developmental services funded by the Ministry of Community and Social Services.

This section sets out:

- requirements that each local system of children's and developmental services **must meet within the social services framework**, and
- guidelines to support and direct the framework's initiatives.

Through the development and implementation of their plans, each local system of services must put all requirements into effect by April, 1999. The following quick reference guide provides a summary of the requirements that **must** be met through this process.

*These directions apply to all children's and developmental services funded by the Ministry, both services provided by or through community agencies.

An appendix that begins on page 40 describes in more detail the services that are included in these directions.

Quick reference guide

| Summary of requirements: | See page # |
|--|------------|
| Core functions: | |
| Essential supports | 15 |
| Investment supports to reduce or eliminate the need for future services | 18 |
| Reinvestment strategy: increased early intervention, developmental and prevention supports | 21 |
| Features of each local system of services: | |
| Coordinated information about available services and supports | 26 |
| Fewer access points | 27 |
| Case resolution ("hard to serve") function | 27 |
| Single point of access for residential services and supports | 28 |
| Integrated or coordinated assessments | 31 |
| Single agreement for services, and single person or team accountable for the agreement | 33 |
| Central administration costs. | 35 |

While each local system of services must achieve these requirements, they should be viewed as only a minimum. Local processes are encouraged to develop creative and innovative plans that go further to meet these goals and implement these core functions and system features.

In proposing ways to meet these requirements, local processes will take into consideration:

- the need for services in French, integrated into the local system of services, in areas of the province designated under the *French Language Services Act*;
- ways to respond to the needs of First Nations and aboriginal communities; and
- ways to ensure that services respond appropriately to the diversity of communities.

Common requirements for both children's and developmental services

The requirements in this section apply to both children's and developmental services.

It is important to acknowledge differences and similarities of the two sectors:

- the two sectors serve individuals and families with different needs and in different circumstances.
- often, children's services are characterized as time-limited supports intended to remedy a problem. In contrast, developmental services are often characterized as ongoing supports over an individual's lifetime, intended to help individuals and families adapt to disabilities and maintain well-being.

These differences, however, should not be overstated:

- in all children's and developmental services, individuals and families should receive supports only as long as they need them. Some developmental services address problems that can be remedied over a short term. Some children's services address ongoing needs over a longer term.
- in both sectors: some supports will be short term (for example, crisis intervention). Some supports will be required by individuals and families over a long time, where their level of needs or other circumstances require ongoing supports.
- the underlying problems that must be addressed through the framework are the same for both sectors. The Ministry's goals for reshaping the system are the same for both sectors: local systems of services that are flexible, and adaptable to changing needs.
- the Ministry's role in setting expectations, funding and ensuring accountability is the same in both sectors.

As a result, the Ministry's approach to core functions and priority-setting, and to required features of local systems of services, is common across the sectors, with specific differences only where required.

Core functions of children's and developmental services

Overview

"Core functions" describe the minimum range of supports that must be available to each community, to help ensure that individuals and families in each community have access to a consistent range of services.*

*Access to a consistent range of core functions may not always mean that services are **present** in each community — especially where services are highly specialized or local population is dispersed. A more consistent range of core functions, however, should be **available** to each community.

Making Services Work for People will ensure that each local system of services provides access to these core functions.

These core functions include essential supports and investment supports.

- Essential supports include:
 - mandatory services (required by legislation), and
 - other essential supports to provide safety and security.
- Investment supports are supports to reduce or eliminate the need for essential supports in the future.

Core functions and priorities

Communities will use the Ministry's directions concerning core functions to recommend priorities.

Local initiatives will explore:

- First** what does our local system of services require to provide essential supports?
- Next** how can our local system of services increase the availability of some investment supports — specific early intervention, developmental and prevention supports, as required by the Ministry's reinvestment strategy?
- Finally** what are our local priorities for additional investment supports, within the policy directions of the Ministry?

Local plans will recommend reallocation of resources to meet these priorities.

The following sections will explain the Ministry's directions concerning essential supports and investment supports, and the Ministry's reinvestment strategy.

Core functions and existing services

The core functions described in this section do not correspond exactly to how services are currently funded, or to the functions of existing agencies.

The differences among the core functions described below are due more to *who* receives services (the different kinds of needs of individuals and families) than to *what* kinds of services they receive.

Many agencies provide *both* essential supports and investment supports.

Some services can be *either* essential supports or investment supports, depending on the needs of those receiving them. For example:

- residential services are **essential supports** when they provide a safe place to those who cannot be safe with their families or living independently. But residential services for treatment are **investment supports** when they are provided early in the course of what would otherwise become a long term problem.
- home supports are **essential supports** when they prevent long term residential placements. But home supports (such as home visiting) are **investment supports** when provided to high-risk families with young children.

This process may require that some services change to become more clearly either essential supports or investment supports.

This initiative may redirect resources to different kinds of services, or to different service providers.

The tables that follow set out the Ministry requirements concerning core functions, which include a reinvestment strategy for some early intervention, developmental and prevention supports.

The format of this part of the document is intended to help distinguish requirements and guidelines.

- **Requirements** to be met through this initiative are set out in boxes.
- **Guidelines** to explain these requirements and other information follow in text.

Core functions: essential supports

Goal: those most in need receive essential supports.

| Core function: | Requirements for local plans: |
|--------------------|---|
| Essential supports | <p>Each local system of services <i>must provide</i> mandatory services (required by legislation) for:</p> <ul style="list-style-type: none"> • children and youth in need of protection, • crown wards and wards of children's aid societies, and • young offenders. <p>Each local system of services <i>must provide</i> essential supports for:</p> <ul style="list-style-type: none"> • children and youth with disabilities and adults with developmental disabilities, who are at risk of harm or whose families need supports (as described immediately below); and⁴ • children and youth at serious risk of harm because of the individual's behavioural or emotional disorder. <p>These essential supports will be provided to those in greatest need, to children, youth and adults (as described immediately above):</p> <ul style="list-style-type: none"> • who have harmed, or are at serious and imminent risk of harm, to themselves or others; • whose families are at imminent risk of breakdown, unless supports are provided; • who, without supports to their families, would require a long term residential placement; and • to adults with developmental disabilities who urgently require a safe place to stay because their current placement is no longer safe or available. <p>Services that provide these essential supports include crisis intervention, respite, in-home supports, treatment, residential supports in communities and adoption services for crown wards.</p> |

⁴ Client groups described in each table concerning core functions are not listed in order of priority (within that table). So, for example, each group in this table receives priority for essential supports.

Guidelines

The primary rationale for continued funding of investment supports is that they reduce the need for essential supports, including mandatory services. As a result, **all service providers funded by the Ministry have a responsibility to align their services to the goal of reducing the need for essential supports.**

Clarifications concerning essential supports:

Access to mandatory services (for children and youth in need of protection, crown wards and young offenders) is determined by legislation.

- the *Child and Family Services Act* sets out obligations of children's aid societies to ensure that children and youth are protected and carry out protection orders of the court. Similarly, the act sets out obligations of children's aid societies concerning care of children and youth who are wards of the society or the crown, including adoption services. These obligations must be met in each local system of services.
- the *Child and Family Services Act* enables this Ministry to carry out dispositions of the court, where a young offender, 12 to 15 years of age, has been charged or convicted of an offence under the *Young Offenders Act*, and to carry out some other functions (such as assessment) concerning young offenders. Services required by these acts must be provided.

The requirement that each local system of services *must provide* essential supports does not create entitlements to services for specific individuals.⁵ This means that essential supports must be available in each local system

of services, and provided to those who need them most.*

*The Ministry's previous *Policy Framework for Children's Services* (released in 1993) identified priority groups of children and youth.

The policies set out below concerning core functions build on and adapt these priorities. Some priorities are included in the core function of essential supports. The others are included in investment supports, and also addressed by the Ministry's reinvestment strategy.

For essential supports that are not mandatory, local systems of services will provide supports to "those who need them most" by organizing services to focus on the groups of individuals and families described in the table above. Service providers will determine "who needs essential supports most" through more integrated access** to services and through collaboration in assessment of risk and need. Local plans should seek innovative service delivery models that reduce costs for essential supports.

**Integrated access and assessments are required features of local systems of services. Specific requirements are set out beginning on page 31.

Other Ministry policy directions (for example, concerning the use of risk/need assessments, and program design guidelines for young offenders services) will help ensure effective and efficient use of resources in mandatory services.

⁵ Except where services are mandatory, as described above.

For the purposes of reshaping the system, the Ministry's priorities concerning essential supports should not be seen as exempting some existing agencies from change. The Ministry encourages innovation so that essential supports are delivered effectively and efficiently. The organization of services should be limited by existing agency mandates *only* to the extent that specific functions (such as investigations of allegations of child abuse) are set by legislation.

Residential services:

Many essential supports are focused on individuals who cannot be kept safe in their families and on families at imminent risk of breakdown. Other essential supports are intended to maintain the viability of families, so that individuals at risk do not require residential placements. The Ministry's policy directions support interventions that avert residential placements, *where this is appropriate*.

- The principles set out in section 1 of the *Child and Family Services Act* continue to apply. These express a careful balance among:
 - supporting the autonomy and integrity of the family,
 - providing the least restrictive or disruptive intervention that is appropriate, and
 - the paramount objective of promoting the best interests, protection and well-being of children and youth.
- Similar principles apply to services and supports for adults with developmental disabilities. Decisions about long term living arrangements for adults should balance choice, interdependence and the importance of family.

Essential supports are intended to help families remain intact, but only where this goal is consistent with these principles. Essential supports are intended to meet the needs of individuals for safety and security; in many instances, but not all, this means helping their families.

Core functions: investment supports
Goal: individuals and families receive supports earlier.

| Core function: | Requirements for local plans: |
|--|---|
| <p>Investment supports to reduce or eliminate the need for essential supports in the future.</p> | <p>Each local system of services <i>must provide</i> investment supports to reduce or eliminate the need for future services, for:</p> <ul style="list-style-type: none"> • children and youth with disabilities who need supports to maximize potential; • children and youth at risk of requiring young offender services; • children and youth who have significant problems in functioning at home, school or in the community because of their emotional or behavioural problems, or mental health disorders; • children and youth in families where violence or abuse has occurred; • adults with developmental disabilities who have significant emotional or behavioural problems; and • adults with developmental disabilities who need supports to live with their families, or more independently. <p>Local systems of services must provide some investment supports for all these client groups. To respond to diverse needs in different communities, the Ministry will continue to allow local flexibility concerning the level of resources (within available resources) applied among these client groups and to different services.</p> <p>Available resources will be determined by the Ministry's allocation of funding. Needs for essential supports must be met first.</p> <p>Services that provide investment supports may include respite, training in living skills, in-home supports, services to help individuals manage their behaviour, short term residential placements and treatment.</p> |

Guidelines

The goal of the Ministry is to **increase the use of investment supports**.

The requirement that each local system of services *must provide* investment supports does not create entitlements to services for specific individuals.⁶ This means that investment supports must be available in each local system of services.

All service providers — both those providing investment supports and those providing essential supports — must use best practices to:

- increase service users' capacities to meet their own needs,
- reduce the need for more intrusive and costly services, and
- gain better results more efficiently over time.

The Ministry will continue to work with service providers, service users and others to identify best practices.

Many investment supports are uncomplicated, minimally intrusive and lower in cost than essential supports. Each local system of services should strive to increase the use of such supports.

Sometimes, however, investment supports must be comprehensive, intensive and relatively expensive in order to be effective, if the problems they address are severe or complicated. Whatever their cost, investment supports are provided in order to avoid or significantly reduce the need for expensive, intrusive services over the long term.

The Ministry encourages investment supports that provide effective early interventions**

****The Ministry encourages approaches to services that provide early interventions, where these can improve outcomes and reduce the need for future services, throughout the whole range of children's and developmental services that it funds. The Ministry's reinvestment strategy concerning some specific early intervention and prevention supports are described beginning on page 20.**

for children, youth and adults *of any age*, when:

- signs of significant problems or disorders first emerge,
- without interventions these problems or disorders would require expensive or intrusive services, and
- a timely intervention can reduce or avert the need for services and supports later.

Service providers should use resources for investment supports effectively and efficiently.

This means that they should:

- use investment supports where research has shown that:
 - the support will be effective with the individual, family or the population group, and
 - without the support, individuals or families will require more expensive services or supports;

⁶ Except where services are mandatory, as described above.

- review the provision of investment supports to each individual or family regularly, so that continuation of investment supports depends on results;
- establish expected outcomes for each client or population group, and monitor regularly for results;
- provide investment supports that combine what research has shown to be effective with what individuals, families or population groups have identified as the desired response to their needs;
- provide investment supports, as much as possible, in places where individuals or families must function in every-day life (at home, in school, and in the community);
- ensure that residential placements, wherever possible, are short term, for crisis intervention and stabilization;
- increase partnerships in providing investment supports, with other funders (including ministries, municipalities and the voluntary sector) and with informal community supports; and
- deliver investment supports in the most efficient ways possible, through program or support models that are more effective and less costly.

Core functions: reinvestment strategy

One key goal of *Making Services Work for People* is that families and individuals will receive supports earlier. To achieve this, the Ministry is implementing a reinvestment strategy. This will increase the level of resources applied to some early intervention, developmental and prevention supports.

Supports included in this reinvestment strategy are investment supports. This strategy focuses on some kinds of investment supports.

The Ministry recognizes that many factors have an impact on the capacity of local systems of services to implement this reinvestment strategy. The current system of services continues to experience pressures from those who seek services, and from the need to respond with essential supports for those who need them most. The Ministry also recognizes that service providers cannot control many factors that affect the need or demand for their services. Finally, different communities have different levels of current funding, relative to their population or needs for services.

The Ministry requires each local plan to clearly outline its reinvestment strategy, the target that it will achieve, and whether it meets the expectations of restructuring.

Supports included in this reinvestment strategy are described in the following tables.

The Ministry will be releasing information soon about the reinvestment strategy; please contact your local MCSS area office for further information.

| <p>Goal: Individuals and families receive early intervention and developmental supports</p> | |
|---|---|
| Reinvestment strategy | Requirements for local plans |
| Increased investment supports to provide early intervention and support development. | <p>Each local system of services must <i>increase the level of resources</i> used for early intervention and developmental supports for:</p> <ul style="list-style-type: none"> • children under six years of age with developmental delays; • children under six years of age with aggressive behaviour, or in the early stages of developing an emotional or behavioural disorder; and • adults with developmental disabilities who need supports to help them live independently. <p>Early intervention and developmental supports will be provided for each of these groups of children, youth and adults.</p> <p>Allocation of resources among these groups will be determined by local priorities.</p> <p>Early intervention and development supports for children under 6 must be developed as part of the government's strategy for a better start to children at risk.</p> <p>Services that provide early intervention and developmental supports include respite, outreach, in-home supports, training in living skills, supports to help individuals manage their behaviour, and treatment (based on research for the particular area of intervention).</p> |

| <p>Core functions: reinvestment</p> <p>Goal: Individuals and families receive services that prevent the need for further services</p> | |
|---|---|
| Reinvestment strategy | Requirements for local implementation |
| Increased investment supports to prevent the need for further services. | <p>Each local system of services <i>must increase the level of resources</i> used for prevention supports for:</p> <ul style="list-style-type: none"> • families with children younger than six who live in neighbourhoods with high rates of poverty and social service use; • mothers and expectant mothers under age 20 with low incomes, and their children; • children and youth of any age in families where violence has occurred, or in families where child protection services have been required; and • children and youth of any age whose parents have developmental disabilities, serious problems with substance abuse, or mental disorders, or are in prison. <p>Prevention supports will be provided for each of these groups of children and youth.</p> <p>Allocation of resources among these groups will be determined by local priorities.</p> <p>Prevention supports funded by this Ministry must be provided in an integrated model, together with supports of other funders and/or the voluntary sector. Prevention supports for children under six must be developed as part of the government's strategy for a better start to children at risk.</p> <p>Prevention supports include home-visiting, access to a flexible continuum of high-quality child care, interpersonal problem-solving, parent education and training, self-help groups, supports to help gain access to and achieve success in employment and education (based on research for the particular area of support).</p> |

Guidelines

Local plans must demonstrate that each local system of services will have increased total funding for early intervention, developmental and prevention supports.

- each local system of services must include some supports in each of the categories of prevention, early intervention and developmental supports, as described above.
- plans may recommend allocation of resources across each of these categories according to local priorities, but resources allocated to these supports in total must increase.

The Ministry's requirements concerning prevention, early intervention and developmental supports are *not* in conflict with a response to fiscal pressures or the government's broad objectives of a more focused role for government-funded supports:

- these requirements are part of a reinvestment strategy, to use resources in a better way.
- while these requirements may increase the scope of funded supports in some places, it must be stressed that resources for these supports *will be redirected from other services*, by:
 - finding more efficient ways to provide mandatory and essential supports,
 - finding more efficient ways to provide other investment supports, and
 - redirecting resources from less effective investment supports to more effective investment supports.

This strategy may be implemented by:

- redirecting resources within an agency so that it provides more or different kinds of supports; or
- redirecting resources from one service provider to another.

These initiatives, and service providers implementing this reinvestment strategy, will also seek and work with other partners who will provide additional resources.

It is preferable to provide investment supports that are *effective* in reducing or eliminating the need for future services. It is important to maintain the effectiveness of investment supports by maintaining quality services, even if this means limiting the number of individuals, families or neighbourhoods that receive supports.

Integrated systems of services and supports:

The Ministry of Community and Social Services, the Ministry of Health and the Ministry of Education and Training are working together to develop a strategy, announced in the Ontario budget of May 1996, to ensure that each community has an integrated system of services and supports to give a better start to children who are at high risk.

Further guidelines concerning this initiative will be released shortly, to ensure integration of this initiative with the Ministry of Community and Social Services's reinvestment strategy and local initiatives.

Other investment supports and the Ministry's reinvestment strategy:

The Ministry's goal is to increase funding for all early interventions for children, youth and adults, wherever these are effective investments.

Effective early interventions are *not* limited to interventions with children under six years of age.

Concerning children's services, the Ministry recognizes that some children and youth require early interventions for serious problems or disorders that emerge when children are older than six years: for example, where serious behavioural, emotional or psychiatric disorders first emerge in adolescence, or where youth are in the early stages of serious criminal behaviour patterns. The Ministry encourages early interventions for children and youth of any age when:

- signs of significant problems or disorders first emerge,
- without interventions these problems or disorders would require expensive or intrusive services, and
- a timely intervention can reduce or avert the need for services and supports later.

Concerning developmental services, the Ministry recognizes that early interventions can be effective when the needs of individuals change (for example, at transition to adolescence or adulthood) or family circumstances change. Timely supports that help individuals and families adapt to these changes may also reduce the need, over time, for more costly supports.

The Ministry has identified specific early intervention, developmental and prevention supports (described in the tables above) in order to focus the Ministry's reinvestment strategy.

Research has shown that early supports for families with young children reduces the need for social services at all stages of development. Supports included in this reinvestment strategy focus on families with children under six:

- where the children have disabilities, because this promotes effective adaptation of the child, family and community, and helps to reduce the need for future services;
- who live in neighbourhoods with high rates of poverty and social service use, because these children are at high risk of needing social services in the future; and
- where the mother or expectant mothers under age 20 with a low income, because these children are at higher risk for physical, developmental and mental disabilities, abuse, neglect and eventual dependence on social assistance as adults.

Prevention supports are also focussed on children and youth in families where violence or abuse has occurred, or whose parents have developmental disabilities, serious problems with substance abuse, or mental disorders, or are in prison, because these children and youth have a very high risk of developing multiple and severe problems themselves.

Child care as part of early intervention and prevention supports:

The future role of child care will be determined by the Ministry's review of the child care program.

The Ministry has released *Improving Ontario's Child Care System*, a discussion paper designed to generate informed comment and to assist the government in formulating its policy on child care.

Ministry officials have met with individuals and groups with an interest in child care to receive comment and advice on the proposals. Recommendations will be presented to Cabinet and it is anticipated that legislation will be introduced in 1997.

The Ministry recognizes, however, that in some parts of the province some child care resource centres have been working closely with the children's services sector to provide prevention and early intervention supports to high risk families with young children. Where this is the case, local initiatives are encouraged to include child care resource centres in their discussions, and in their considerations concerning strategies to implement prevention and early intervention supports.

Similarly, initiatives are encouraged to include child care special needs resourcing in their discussions and considerations concerning strategies to implement early intervention supports.

Future reinvestment strategies:

The Ministry's goal is to increase funding for effective investment supports.

The Ministry will continue to work with researchers, service providers and service users to identify effective practices. For example, the Ministry is currently developing best practice guidelines for adolescents at risk of requiring out-of-home placements, and young children at risk of developing severe conduct problems.

The Ministry's specific priorities for reinvestment may change as a result of this ongoing work.

Features of each local system of children's and developmental services

Introduction

Making Services Work for People will result in local systems of services that share specific features. These features will:

- improve the ways service providers respond to the needs of individuals and families,
- ensure progress towards the goals of this initiative, and
- ensure that local systems of services are more consistent across Ontario.

Requirements set out below are specific expectations for the purpose of accountability. Meeting these requirements will mean that system features are achieved *in part*.

Again, it should be noted that:

- these are minimum requirements;
- some local systems will have met these requirements already;
- each local system of services must put these requirements into effect, by the **spring of 1999** at the latest.

Local processes are encouraged to develop plans that go further to meet these goals and implement these system features.

| System feature: coordinated information | |
|--|--|
| Requirement | Minimum requirement |
| Families and individuals have an easy way to find out about services that are available. | <p><i>Making Services Work for People</i> will result in a mechanism that provides integrated information about all available services.</p> <p>Families and individuals seeking services (and others, such as doctors or school counsellors) will be able to gain accurate information from one source. This source will:</p> <ul style="list-style-type: none"> • be readily accessible, • include information about all Ministry-funded children's and developmental services, and • include, or provide referral to, information about other services and supports (child care; relevant health, municipal and school-board funded services; supports funded by the voluntary sector). <p>Information about Ministry-funded services must include:</p> <ul style="list-style-type: none"> • the purpose of the service; • the intended client group (including criteria such as age that will limit access); • how access to the service can be gained; and • a source (such as a telephone number) for further information about the service. |

System feature: fewer access points

| System feature: | Minimum requirement: |
|--|---|
| <p>Families and individuals have help to gain access to services that are the most appropriate to respond to their needs.</p> <p>There is a fair way to set priorities for receiving services among all those who need them.</p> | <p><i>Making Services Work for People</i> will result in fewer "access points":</p> <ul style="list-style-type: none"> • an "access point" is a specific service provider (or program of a service provider) or collaborative intake process that determines which specific families or individuals will receive services. • a reduced number of access points will be achieved by: <ul style="list-style-type: none"> - reducing the number of agencies that make access decisions (because services are amalgamated), and/or - establishing or mandating a single agency to carry out a brokerage function, to decide which specific families or individuals will gain access to (a range of) services provided by other service providers, and/or - establishing a collaborative process, where agencies make collective decisions concerning which specific families or individuals receive (a range of) services. <p>Integrated access functions will be supported by redeployment or reallocation of available resources currently used by service providers for access and intake functions.</p> |

System feature: case resolution function

| System feature: | Minimum requirement: |
|---|---|
| <p>Those who need help the most receive essential supports first.</p> | <p><i>Making Services Work for People</i> will result in a case resolution function for families or individuals with extraordinary needs, where services are needed on an urgent basis and the families or individuals are having difficulties in gaining access to services (sometimes called a "hard to serve" mechanism).</p> <ul style="list-style-type: none"> • this mechanism will be linked to coordinated access mechanism(s). <p>Case resolution functions will be supported by redeployment or reallocation of resources currently used by service providers for access and intake functions.</p> |

System feature: single point of access for some residential services and supports

| System feature: | Minimum requirement: |
|---|--|
| <p>Those who need help the most receive essential supports first (continued).</p> | <p>Each local system of services must have a single point of access for residential services and supports:</p> <ul style="list-style-type: none"> • services for adults with developmental disabilities in community-based residential services, and other services for adults that provide significant daily supports to enable them to remain in more independent living arrangements; • all residential placements for children with disabilities; and • all residential services for children and youth, funded under the child and family intervention and child treatment funding categories of the <i>Child and Family Services Act</i>. <p>A "single point of access" means that access to services and supports is determined by establishing or mandating:</p> <ul style="list-style-type: none"> • a single agency to provide residential services and supports; • a single agency to carry out a brokerage function, to decide which specific individuals will gain access to residential services and supports provided by other service providers; or • a collaborative process, where agencies make collective decisions concerning which specific individuals receive residential services and supports. <p>The single point of access to residential services and supports must be linked to integrated or coordinated access mechanisms for other kinds of services.</p> <p>The single point of access will be implemented by redeployment or reallocation of resources currently used by residential service providers for access and intake functions.</p> |

Guidelines

The requirement of "fewer points of access" will affect all service providers in local systems of services. At the very least, to implement this requirement, service providers will be required to collaborate with intake and assessment mechanisms, at a minimum. More innovative ways to implement this requirement will require changes in agencies' functions or a reduction in the number of separate agencies.

Clarifications concerning the single point of access to residential services and supports:

By requiring a single point of access to residential services and supports, the Ministry does *not* intend that residential services and supports should be managed in isolation from other services.

- The Ministry recognizes that residential services and supports must be part of a continuum of services. Often, in children's services, the effective use of residential services requires coordination with other services, both to avoid unnecessary residential placements and to ensure adequate supports when individuals are leaving placements. Often, in developmental services, to meet the goals of integration in communities and quality of life, individuals can benefit best from supports where they live rather than residential placements.
- The Ministry encourages the single point of access to residential services and supports to integrate access also to other services, including respite and non-residential services.

Services and supports that must be included in the single point of access to residential services and supports include:

- all residential services funded under the child and family intervention and child treatment categories of the *Child and Family Services Act*;
- all residential placements for children with disabilities; and
- all residential services and supports for adults with developmental disabilities who require either a residential placement in the community, or significant daily supports to remain in more independent living arrangements, such as a supported independent living unit.
 - residential services and supports funded under Adults' Community Accommodation must be included.
 - residential supports funded under community support services — adults (including supported independent living units) categories must be included, wherever the level of supports provided are equivalent to supports provided in a residential placement.
 - the Ministry encourages the inclusion of all residential supports for adults with developmental disabilities, in order to meet the intent of the requirement to integrate access to services and to ensure that services and supports go to those who need them most.

Note: there is **one exception** concerning the single point of access to residential services in these categories: this requirement does *not* apply to short term or intermittent residential placements for respite.

The single point of access to residential services is *not required* to include child protection or young offender services:

- detention or custody for young offenders, and
- residential placements for children in need of protection.

Access to services and supports in the single point of access mechanism must be on an assessment of an individual's needs and the effectiveness of these services to meet these needs.

Children and youth receiving child protection or young offenders services must have equitable access to residential services included in the single point of access:

- children and youth who are receiving child protection or young offenders services may need these residential services (and accompanying treatment or other supports).
- the same assessments of risk and need should be used, and the same criteria for access and priority should be applied to children receiving protection services, young offenders and other children and youth.
- the single point of access may also include other beds funded under the child welfare or young offenders categories (for example, in an integrated foster care system), so long as the mechanism allows these service providers to meet their legal obligations to provide placements when required.

Where residential services and supports in a community are provided by only one agency, this requirement will have been met.

Organization by client groups:

- the single point of access may include both children's and adults' services.
- there may be two points of access: one for adults and another for children; or one for adults and children with developmental disabilities, and one for other children's services.

Geographical catchment:

- this requirement does *not* mean that each local system of services must have its own distinct point of access to residential services and supports.
- the mechanism for integrated access to residential services and supports should include a range of residential services and supports appropriate to serve individuals with different levels of needs. It may be more efficient to organize access to residential services and supports in a geographical catchment larger than those of local systems of services (for example, the catchment of an area office).

In some communities, requiring a single point of access to residential services and supports will mean significant change. In exceptional circumstances, partial implementation of this requirement may be permitted. Even where partial implementation is permitted, however, most residential services and supports must be included by April 1999.

Service users' choice, and access to residential services and supports:

Mechanisms to integrate access to services have several purposes, including: to make access simpler and easier for those who need services, to help service providers set appropriate priorities among those seeking services, and to make more efficient use of resources used for assessment and intake. More integrated access to services can, in many instances, be combined with ways to increase the range of choice of those who seek services. All these purposes are not inconsistent, and in many instances can be achieved together.

The chief purposes of the single point of access to residential services and supports are priority-setting and efficient use of resources. Because the residential services and supports included in this requirement are often intrusive and costly, it is appropriate, when determining eligibility for these services, to focus on priority setting rather than on service users' choice.

The single point of access to residential services and supports, however, may address service users' choices once eligibility for services has been determined. The access mechanism will consider individuals' and families' preferences as part of its decision-making about an appropriate placement or range of supports. For example, the single point of access does not preclude individuals' or families' choice of service providers for reasons of religious or cultural preference.

Integration with services of other funders:

The Ministry encourages local initiatives to include services of other funders in mechanisms to coordinate or integrate information and access.

Inclusion of other services will require approval of other funders. The Ministry of Community and Social Services will facilitate and support local efforts to include other services.

System feature: integrated or coordinated assessments

| System feature: | Minimum requirement: |
|--|--|
| Families and individuals receive a minimum number of assessments, and provide necessary information only once. | <p><i>Making Services Work for People</i> will result in integrated or coordinated assessments, and fewer resources spent on assessments.</p> <p>Integrated or coordinated assessment functions can be achieved by:</p> <ul style="list-style-type: none"> • a collaborative assessment process, as part of the integrated access mechanisms described above; and/or • a common tool, used by all service providers, to collect basic information used in intake; and/or • a common assessment tool, or set of assessment tools; and/or • establishing or mandating a single agency to carry out assessments for a range of services (as part of an access function). <p>Integrated or coordinated assessment functions must make appropriate provision for consent and confidentiality of individuals and families.</p> |

Guidelines

"Assessments" refer to a range of tools and activities to help determine priority for services (often called risk/need assessment), collecting required information for intake and service planning, and helping determine the most appropriate intervention(s). This section addresses all these aspects of intake and assessment.

Children's aid societies have an obligation, under the *Child and Family Services Act*, to assess risks and needs concerning children alleged to be in need of protection. Integrated approaches to risk/need assessment must take into account this requirement.

Integrated assessments of risk and need:

To meet goals for integrated access and priority-setting, the Ministry encourages integrated assessments of risk and need.

Some communities in Ontario are implementing integrated mechanisms where agencies use a common approach to help determine which individuals and families will receive priority for access to services. To use this approach, local systems of services would:

- choose one set of intake and assessment tools to determine the levels of risk and need of those seeking services,
- require each service provider to use this set of tools to determine eligibility for services, and
- collect and use information to help determine and monitor whether service providers are serving clients with appropriate levels of risk and need.

The Ministry now requires the use of a single risk/need assessment tool for young offenders services. The Ministry is working with the Ontario Association of Children's Aid Societies

(OACAS) and the Association of Native Child and Family Services in Ontario to identify a single eligibility instrument and single risk assessment instrument for use in all child protection agencies in the province. The Ministry has also initiated discussions with the Ontario Association of Children's Mental Health Centres concerning a common assessment instrument.

In the interim, before Ministry policy directions are set concerning common assessment tools, local systems should not be using resources to develop new tools; rather they should choose among existing tools.

Integration with services of other funders:

The Ministry encourages local initiatives to include services of other funders in mechanisms to coordinate or integrate assessment.

Inclusion of other services will require approval of other funders. The Ministry of Community and Social Services will facilitate and support local efforts to include other services.

System feature: single agreement for services

| System feature: | Minimum requirements: |
|---|---|
| <p>Families and individuals have a single agreement for the services they receive.</p> <p>A single person or team is accountable for the agreement.</p> | <p><i>Making Services Work for People</i> will result in local systems of services where:</p> <ul style="list-style-type: none"> • each family or individual receiving services has a single agreement for services, and • where families or individuals are receiving services from more than one service provider, a single person or team is responsible for organizing, monitoring and evaluating the services agreement. <p>Service providers have primary responsibility for implementing integrated agreements for services. Local initiatives will ensure that there are effective mechanisms in place to ensure that service providers can implement these agreements.</p> |

Guidelines

Clarifications concerning the single agreement for services:

The agreement will ensure that families and individuals receive the most appropriate available services that meet their needs. Where they need more than one kind of service, the agreements will ensure that they receive services in the right sequence, so that services work together to support the best possible outcomes.

The agreement will provide an opportunity, wherever appropriate, for individuals and families to choose or adapt the services and supports they receive.

The agreement will:

- include all Ministry-funded services that the individual or family receives;
- include commitments made by the individual or family, and other informal supports;

- specify intended outcomes of the services and supports;
- commit service providers to provide specific services and supports; and
- identify the single person or team responsible for organizing, monitoring and evaluating the services agreement.

A parent or other family member can be the single person responsible for the services agreement (except where services are involuntary: child protection or young offenders services).

One agency will have responsibility to maintain the agreement, for accountability reports required by the Ministry. (Please see the section below, "Monitoring results," page 35.)

The Ministry of Community and Social Services encourages the inclusion of services and supports of other funders in agreements for services.

The Ministry is currently developing a standard format of this agreement for developmental services: an **individualized supports agreement (ISA)**. The Ministry will begin implementation of ISAs in 1997-98.

The *Child and Family Services Act* requires a number of agreements and plans for children and youth receiving services. An agreement for services will consolidate, not duplicate, these requirements.

Individualized services:

The intent of the requirement of a single agreement for services is to promote and facilitate individualized services. Service providers will work together with families and individuals (and, wherever necessary, with other service providers) to identify strengths, needs, goals and outcomes. Service providers will work together to ensure that individuals and families receive a coordinated set of services and supports in the right sequence, so that services work together to support the best possible outcomes.

Individualized planning will also result in adaptable and flexible services: service providers will use resources to respond flexibly to the particular needs of individuals and families; and families and individuals will not have to patch together services and supports themselves.

Greater choice and direction:

The Ministry encourages change that results in local systems of services where families and individuals have greater choice and more direction concerning the kinds of services and supports they receive, whenever it is appropriate.

In some circumstances, it is not appropriate for individuals and families to have direction and control over services (for example, young offender services, or child protection services).

In some other circumstances, individuals will require supports and safeguards in order to exercise greater direction over the services they receive.

Service delivery and funding models that support individualized services:

Some communities in Ontario are implementing individualized services by developing innovative service delivery models (for example, "wraparound" processes to serve children and adults with complex needs, some family preservation models, and individualized approaches to funding for individuals with developmental disabilities). These service delivery models begin from and focus on the family or individual, provide families and individuals significant "say" in what services and supports they need and receive, allow a case manager or team significant control over service providers' resources to put together an individualized package of services and supports, and combine both funded and informal supports.

The Ministry encourages innovation that results in more flexible funding approaches, that link funding to individualized planning and, where appropriate, support choice by individuals and families.

System feature: cost of administration

| System feature: | Minimum requirements |
|---|--|
| Families and individuals receive the most benefit for the least expenditure of resources. | <i>Making Services Work for People</i> will result in local systems of services where total central administration costs do not exceed a set percentage of total funding in 1998-99. |
| Central administration costs are low. | The Ministry will set the percentage cap on central administration following analysis of current expenditures early in 1998. "Total central administration costs" means the total proportion of administration costs, added up from central administration costs of all agencies in the local system funded through the Ministry's transfer payments. |

Guidelines

The Ministry is capping administration costs at the level of a local system of services, rather than for each separate agency, because:

- some kinds of services may require higher administration costs, and
- the Ministry is encouraging collaborative mechanisms for administration that may result in some agencies carrying out administrative functions on behalf of others.

Administrative functions included in collaborative mechanisms could include payroll and benefits administration and other human resources functions, legal services, purchasing and invoicing, bookkeeping, information systems, building maintenance and so forth.

Collaborative mechanisms include, for example, joint "out-sourcing" to administrative service firms, or purchase of service by several agencies of administrative functions provided by staff of one agency.

Monitoring results for children's and developmental services

As noted at the outset of this part, each local initiative must result in changes that meet the Ministry's requirements. To help ensure accountability for these requirements, the Ministry will set and monitor key measures of change.

These measures of change are limited to the specific requirements already set out in this document. The Ministry will continue to develop and implement other ways to set expectations based on outcomes of services for people who are receiving them.

The performance measures described below will be used at the outset of this initiative to describe the starting point of each local system of services — a "baseline."

Each local plan must include an analysis of how these indicators will change from the baseline. In future years, the ministry will use these performance measures to set goals and standards.

Area offices will report to corporate offices of the Ministry, using these performance measures during and at the conclusion of this initiative.

Definitions of the performance measures in this table are found in the sections concerning core functions and features of local systems, on previous pages.

| Monitoring results: children's and developmental services | |
|---|---|
| Performance Measures | Indicators |
| More resources are invested in early intervention supports | Total dollars allotted to early intervention services |
| More resources are invested in prevention supports | Total dollars allotted to prevention supports |
| Mechanism that provides coordinated information about available services | Presence/absence of coordinated information mechanism |
| Fewer access points | Number of access points |
| Case resolution function | Presence/absence of case resolution function |
| Single point of access for residential services and supports (developmental services, child and family intervention, child treatment) | Presence/absence of single point of access; Percentage of total beds (in categories to which the requirement applies) included in single point of access |
| Families and individuals have a single agreement for the services they receive. | Presence/absence of a mechanism among service providers to implement agreements for services; Percentage of service providers included in mechanism |
| Integrated or coordinated assessments | Presence/absence of common tool to collect basic information for intake |
| Central administration costs do not exceed the percentage set by Ministry | Percentage of total transfer-payment envelope spent on central administration |

Local processes for children's and developmental services

This section provides a brief description of local advisory processes that will be used to develop implementation plans, and the time frame of this initiative.

Area offices and local advisory processes

Area offices are accountable to deliver implementation plans for each local system of services, so that the requirements set out in Part 2 of this document are put into effect by April 1, 1999.

Area offices will approve the implementation plans, including redirection of funding to priorities.

Area offices must ensure that these plans are developed with the best advice of communities. The intent to gain the best advice of the community must be balanced with the need to develop implementation plans within a short period of time. Area offices will use local processes to gain communities' best advice.

There can be flexibility concerning the organization of local advisory processes. Area offices may use different groups for different tasks at different times, but area offices must use a core advisory group that, at a minimum, vets key recommendations concerning implementation plans before the area office approves the plans.

If necessary, area offices can take a directive role (for example, area office staff could chair a group, and/or take the lead to write a local plan with the advice of a group). Areas may use or build on existing planning groups or processes where they meet, or can be adapted to meet, the criteria set out below.

Where communities are already engaged in significant renewal efforts based on earlier Ministry directions, area offices will review how the existing process and local plans can be used and/or adapted.

The Ministry has a preference for approaches to implementation that cross the developmental and children's services sectors. As a result, the Ministry encourages local initiatives to include both children's services and developmental services in one single process. Where it is necessary in order to meet the requirements of this document by April 1999, area offices may choose to use more than one local process: one for all services for children and another for developmental services for adults, or one for children's services and another for developmental services.

Local processes to provide advice to area offices must meet these criteria:

- the number of processes developing advice should be kept to a minimum in order to help the area office manage the processes, and promote an integrated social services system.
- there must be a wide and balanced involvement of parents, service users, community leaders and service providers.

- local processes must be ongoing and transparent, so that the community can know whose advice this is, and how it was obtained.
- there must be a core group that, at a minimum, vets key recommendations concerning implementation plans before the area office approves the plans. If this group includes service providers, then service providers will:
 - represent a minority in the composition of the group; and
 - provide advice as knowledgeable members of the community, addressing the interests of individuals and families who need services, rather than the interests of their organization.
- area offices must invite involvement from the health and education sectors.
- area offices may include representation from other sectors: for example, youth justice partners and the voluntary sector.
- area offices will take into account the diversity of communities when establishing advisory processes.
- advisory processes must be supported by available resources.

Time frames for implementation plans

1997-98: local processes will develop detailed implementation plans.

1998-99: implementation will begin.

(In some communities, where renewal is already under way or progress can be faster, implementation of some or all requirements may occur sooner.)

April 1 1999: implementation will be complete; all requirements will be in effect in each local system of services.

Services in French

Communities that are designated under the *French Language Services Act* must ensure that local plans include ways of meeting the obligations under that act to provide access to services in the French language.

Local initiatives will be guided by the Ministry's policies concerning services in French, set out in the *Guide to the Implementation and Maintenance of Services in French*.

Services in French can be provided through a variety of mechanisms, including integrated access mechanisms for francophone services, collaborative service delivery through teams of service providers that can provide services in the French language, and multi-purpose service centres (with other funders).

Local processes must include appropriate involvement of the French-speaking community, and address the particular needs of people in the community who speak French.

First Nations and aboriginal communities

Wherever local systems of services include services that are used by First Nations or aboriginal communities, First Nations and members of aboriginal communities must be invited to participate in the advisory processes concerning this initiative.

The Ministry recognizes that models of service delivery for aboriginal people may be different. Program designs tailored to meet the unique needs of aboriginal peoples may be more effective than those appropriate for other communities.

The Ministry will be guided by the government's *Aboriginal Policy Framework*, which supports, among other principles, the self-administration of programs by First Nations and aboriginal communities and organizations wherever this is feasible and cost-effective.

Afterword

The goals of *Making Services Work for People* and the specific requirements described above set a challenging agenda for change. But this change is worth our efforts, and it can be accomplished.

When put into effect, this change will result in services that are more flexible and more responsive to the needs of families and individuals. This change will also result in more services and supports that are true investments of limited public resources, because they result in earlier supports that lead to better outcomes for individuals and families.

Local processes to put this change into effect are being led by the Ministry's area offices. If you wish further information about this initiative, please contact your area office of the Ministry of Community and Social Services.

Appendix of terms

Local systems of services:

Children's and developmental services included

Children's services:

"Children's services" in this document means services funded under the *Child and Family Services Act*, both services funded through transfer payments and services that are operated directly by the Ministry.

These services include:

- services for children and youth in need of protection;
- young offenders services;
- child and family intervention services (for children and youth and families that need mental health services, and other interventions for children and youth at risk);
- child treatment services (services under the supervision of regulated health practitioners);
- child development services (for children and youth with developmental and other disabilities); and
- community support services (community and neighbourhood services for groups at risk).

Developmental services:

"Developmental services" in this document means services funded by the Ministry of Community and Social Services for children and youth with disabilities and adults with developmental disabilities, both services

funded through transfer payments and services that are operated directly by the Ministry.

These services include:

- community-based services:
 - services that promote greater interdependence and assist persons to live with their own families or in the community;
- community residential services:
 - group homes operated by community agencies that provide supervised living, life skills training and support to children and families;
 - Schedule II facilities operated by community agencies that provide supervised living, day programs and leisure activities for persons who need specialized care; and
- Ministry-operated residential services:
 - Schedule I facilities that provide supervised living, day programs and leisure activities for persons who require specialized care.

Definition of "local" for local systems of services:

The Ministry's area offices have some flexibility to define "local" for these initiatives.

Each group responsible for developing a implementation plan will have a geographical catchment, specified by the area office as part of the group's mandate.

Typically, this catchment will be a county, regional municipality or northern district. In order for a catchment to be considered a local system it must have a sufficient range of services and a sufficient resource base to allow planning as a system.

Systems of services:

A "system of services" is defined as all children's and developmental services in the local catchment (with some exceptions, noted as follows):

- all services funded by transfer payment dollars of the Ministry of Community and Social Services
 - including services purchased by agencies funded by transfer payment; and
- all services directly operated by the Ministry of Community and Social Services.

Plans will include ministry-funded services where these are co-funded, or delivered by agents that are supported by other funders (for example, children's mental health services delivered in or through hospitals).

Plans may recommend redirection of resources within the transfer payment envelope.

Where decisions have been made concerning downsizing, closure or transfer of services directly operated by the Ministry, resources available from these decisions will be added to the transfer-payment envelope.

Plans may *not* recommend redirection of resources between directly operated and transfer payment services (where the Ministry has not made decisions concerning downsizing, closure or transfer of these directly operated services). Plans may address, however, how resources for directly operated services are used, and how directly operated services should be included in a more integrated system of local services.

In some cases, local plans may need to take account of (and may make recommendations concerning access to) agencies or facilities with a regional catchment that serve individuals and families from the local catchment.

As noted above, the Ministry encourages local processes to include both children's services and developmental services in one integrated plan.

Where it is necessary in order to meet the requirements of this document by the fall of 1998, area offices may choose to use more than one local process (for example, one for children's services and another for development services, or one for all services for children and another for developmental services for adults)

Services not included in this framework

As noted above, resources for provincial facilities for persons with developmental disabilities operated by the Ministry are *not* included in the "envelope" of local funds that these plans will address, with the following exception:

- where decisions have been made concerning downsizing, closure or transfer of services directly operated by the Ministry, resources available from these decisions will be added to the transfer-payment envelope to provide community supports for individuals.

Supports developed for the residents who will be moving to community settings as a result of the July 1996 announcement on downsizing and closure of these facilities **will be** part of local restructuring initiatives. Decisions required over the short term concerning supports for individuals moving to communities must be consistent with the directions of this document. The development of community supports for these individuals should be used as an opportunity to create more innovative service and supports, as encouraged by the Ministry's policy directions in *Making Services Work for People*.

Some children's and developmental services are *not* included in this initiative:

Supported employment programs for adults with developmental disabilities are not included at this time. The Ministry will be reviewing programs and funding for supported employment, sheltered workshops and life skills, as part of its restructuring of employment supports for persons with disabilities. In the interim, resources for supported employment programs for adults with developmental disabilities (and employment programs and workshops for adults with physical disabilities) will be excluded from the funding envelope for this

initiative. Resources for sheltered workshops for adults with developmental disabilities will be included in the initiative.

Speech and language services funded by the Ministry of Community and Social Services are not included, since they are part of an initiative involving all of speech and language services for children, funded by this Ministry, the Ministry of Education and Training and the Ministry of Health. This initiative is being led by district health councils.